



Miami-Dade County Board of County Commissioners

Office of the Commission Auditor

Legislative Analysis

Board of County Commissioners

Tuesday, February 7, 2006

9:30 AM

Commission Chamber

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**Miami-Dade County Board of County Commissioners
Office of the Commission Auditor**

Legislative Analysis

**Board of County Commissioners
Meeting Agenda**

Tuesday, February 7, 2006

Written analyses for the below listed items are attached for your consideration in this Legislative Analysis.

Item Number(s)

7(C)	8(A)(1)(B) & 8(A)(1)(C)
8(A)(1)(D)	8(D)(1)(B)
8(J)(1)(A)	8(J)(1)(B)
8(L)(1)(A)	11(A)(2)
11(A)(4)	

Additional information items:

8(G)(1)(B)	8(G)(1)(C)
8(G)(1)(E)	

If you require further analysis of these or any other agenda items, please contact Guillermo Cuadra, Esq., Chief Legislative Analyst, at (305) 375-5469.

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LEGISLATIVE ANALYSIS

*ORDINANCE APPOINTING BOARD OF COMMISSIONERS OF THE NW 7TH
AVENUE CORRIDOR COMMUNITY REDEVELOPMENT AGENCY.*

Commissioner Dorrin D. Rolle

I. SUMMARY

This item creates a citizen board of commissioners to oversee the 7th Avenue Corridor Community Redevelopment Agency, and sets the qualifications, duties and powers of the board.

II. PRESENT SITUATION

Presently, the Miami-Dade County Board of County Commissioners serves as the Community Redevelopment Agency for the 7th Avenue Corridor, through Resolution 744-04, which was passed on June 22, 2004. The Board appointed itself as the initial CRA in order to expedite the approval of the community redevelopment plan and establish the 7th Avenue Corridor trust fund prior to June 30, 2004, so the CRA could begin to receive tax increment revenues.

III. POLICY CHANGE AND IMPLICATION

This ordinance creates a citizen-controlled board of commissioners for the 7th Avenue CRA, which replaces the Board of County Commissioners as the administering agency. According to this ordinance:

- The board shall comprise 5-9 members who serve four-year terms; three of the members first appointed will serve one, two, and three years, respectively.
- Commissioners will not be compensated but could be reimbursed for travel and other charges incurred while carrying out their official duties.
- All expenditures of the CRA must be approved by the Board of County Commissioners.

IV. ECONOMIC IMPACT

This item will have no fiscal impact on Miami-Dade County.

V. COMMENTS AND QUESTIONS

The Board of County Commissioners must, through resolution, appoint the members of the CRA Commission at a later time.

LEGISLATIVE ANALYSIS

8(A)(1)(B) *RESOLUTION AWARDING PACKAGE TWO OF A NON-EXCLUSIVE LEASE AND CONCESSIONS AGREEMENT AT MIAMI INTERNATIONAL AIRPORT, RFP NO. MDAD 01-05, TO AREAS USA, INC.; AUTHORIZING COUNTY MANAGER OR HIS DESIGNEE TO EXECUTE AGREEMENT AND ANY RENEWAL OR TERMINATION PROVISIONS CONTAINED THEREIN; WAIVING REQUIREMENTS OF RESOLUTION NO. R-377-04*

8(A)(1)(C) *RESOLUTION AWARDING PACKAGE ONE OF A NON-EXCLUSIVE LEASE AND CONCESSIONS AGREEMENT AT MIAMI INTERNATIONAL AIRPORT, RFP NO. MDAD 01-05, TO CONCESSIONS MIAMI, LLC; AUTHORIZING COUNTY MANAGER OR HIS DESIGNEE TO EXECUTE AGREEMENT AND ANY RENEWAL OR TERMINATION PROVISIONS CONTAINED THEREIN; WAIVING REQUIREMENTS OF RESOLUTION NO. R-377-04*

Aviation Department

I. SUMMARY

Items 8(A)(1)(B) and 8(A)(1)(C) are resolutions awarding Concessions Miami, LLC (Concessions Miami), and Areas USA, Inc., (Areas) packages #1 and #21 respectively, lease and concession agreements to finance, design and construct, sublease, manage, operate and maintain foodservice concessions at MIA (RFP No. MDAD-01-05). These resolutions waive the requirements of Resolution No. R-377-04 relating to the effective date of said leases and concession agreements.

II. PRESENT SITUATION

Packages 1 and 2 provide for 20 new locations for foodservices concessions with a total of 26,625 square feet mainly in the North and South terminals. There are currently 64 foodservice locations operated by six firms with sales of \$79.8 million and with revenues of just under \$10 million during the previous fiscal year. Once these new locations are operational there will be approximately 84 locations utilizing in excess of 104,000 square feet.

Operators	Sq. Ft.	Number of locations
Host International, Inc.	48,473	45
Global Concessions, Inc.	13,904	15
Valls-Air Corporation (La Carreta Rest.)	7,991	1
Burger King, Corp	4,630	1
Carrie Company	1,869	1
Valls-Air Corporation (Taxi Lot)	708	1
Total	77,575	64

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III. POLICY CHANGE AND IMPLICATION

These awards continue the Board's policy to provide quality foodservice concessions at MIA with significant local participation.

IV. ECONOMIC IMPACT

	Concessions Miami, LLC	Areas USA, Inc.
MAG	\$900,000	\$1,360,000
Rent (\$56.49 psf)	\$814,303	\$689,742

- Percentage fee of monthly gross revenues vary between 8% and 19% depending on the relevant concept category
- Each Concessionaire is required to have in place a MAG and Rent Performance Bond equal to 75% of the MAG
- Each concessionaire is required to provide an irrevocable letter of credit or cash as Payment Security in an amount equal to three times the minimum monthly guarantee plus applicable taxes
- Each concessionaire is required to invest a minimum of \$250 psf for each location in a Commercial Area (see section 4 of agreements)

V. COMMENTS AND QUESTIONS

- **These items were originally scheduled for the January 24, 2006 meeting of the Board but were deferred to allow dialogue between the concessionaires and Unite Here, the largest airport concession union in North America, to deal with labor management relations.**
- **Those talks are ongoing and do not involve the County. The RFPs did not require Areas or Concessions Miami to develop a plan to deal with labor management relations.**
- The *Inventory of Submitted Proposals*, in Item 8(O)(1)(C), show several proposal documents as **“Waived by the Assistant County Attorney.” Why were these documents waived when the same items were submitted by all other proposers?**
- Concessions Miami placed first in the overall results of Package 1 (ranked second in Technical Proposal category and first in MAG Price category).

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- Areas placed second after Concessions Miami in the overall results of Package 2 (ranked fourth in Technical Proposal category and first in MAG Price category), but because the RFP prohibits the awarding of multiple packages to one proposer Areas was recommended for Package 2.
- **Since Areas was ranked second to last in the Technical Proposal category what steps will be taken to ensure that high quality and customer service standards are sustained?**
- Concessions Miami is a company managed by Concessions International, LLC, a concessionaire with operations in seven airports throughout the United States and the U.S. Virgin Islands.
- The County Attorney's Office deemed the recommended firms responsive.
- MIA's Minority Affairs Division issued memoranda stating that the recommended firms are in compliance with the DBE Participation Plan/Provisions.

LEGISLATIVE ANALYSIS***RESOLUTION AUTHORIZING EXECUTION OF CHANGE ORDER NO. 5 TO PROJECT NO. H010A FOR SOUTH TERMINAL PROGRAM CONSTRUCTION MANAGER AT RISK AT MIAMI INTERNATIONAL AIRPORT, WITH PARSONS ODEBREGHT JOINT VENTURE***

Aviation Department

I. SUMMARY

This item reallocates \$19,033,786 from specific dedicated accounts to the Owner Contingency Dedicated Account to pay for direct costs associated with various owner requested changes.

II. PRESENT SITUATION**Background of Dedicated Allowance Accounts**

	Original Amount	Description	Reason for Reduction
GSE Dedicated Allowance Account	\$22,445,536	Included as a dedicated allowance at the time of award.	Construction of GSE facility is now outside the South Terminal Program and part of MIA's Long Term Plan.
IG & IPSIG Audit Account ¹	\$4,000,000	Administrative Order 3-20 previously required maintaining a pool of pre-qualified firms and establishing a dedicated allowance account on contracts containing the Independent Private Sector Inspector General (IPSIG) clause.	Resolution R-894-05 eliminated the requirement to maintain a pool of pre-qualified firms and removed the requirement to establish a dedicated allowance account on contracts containing the Independent Private Sector Inspector General (IPSIG) clause and replaced it with an alternative funding option.
TSA Dedicated Allowance Account	\$22,275,000	Added by Change Order No. 4 (Resolution #) This dedicated allowance includes the baggage handling systems costs, infrastructure cost to support Explosive Detection Systems equipment and TSA offices.	Original amount was estimated on revised construction documents ranging from 30% complete to 100% complete. Actual Cost: \$14,200,000 Remaining Balance of \$8,075,000 to transferred to Owner Contingency Allowance Account
Total	\$48,720,536		

¹ This item was considered by the Regional Transportation Committee on January 19, 2006 and was amended to require the County Manager to identify an alternative funding source in the event the Inspector General (IG), or the Department Director determined it was necessary to perform an independent audit of the South Terminal Program, Project Number H010A.

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The Manager's memo indicates that the "[r]eallocated funds will be used to pay for direct costs associated with owner requested changes, such as: **Premise Distribution System** (hard wire data and communication distribution/cables), **security** and **signage**." (emphasis added)

The Premise Distribution System (PDS) Dedicated Allowance Account was added to the South Terminal Program with the adoption of Resolution No. R-841-04 approving Change Order No. 4 to the South Terminal Program, Project No. H010A. The original amount of the PDS dedicated allowance is \$8,325,000, and includes the cabling that connects all the various communications and information systems between their respective components. Included among these systems are the new Common Use Terminal Equipment, the Airport Operating Information System, the Public Address Information System, Building Management Systems, and security cameras and equipment. MDAD estimates that an additional \$6 million is needed to complete the PDS.

Owner requested changes related to security include, but are not limited to, installation of security cameras, and securing entrances according to specifications. An additional \$4 million is the estimated amount needed to complete this work.

The original amount of the General Allowance Account is \$51,000,000 and was increased to \$61,000,000 with the approval of Change Order No. 4 to the South Terminal Program, Project No. H010A.

III. ECONOMIC IMPACT

As shown below, the combined total of the affected dedicated allowance accounts is \$48.7 million. If this resolution is adopted, the GSE, IG/IPSIG, and TSA dedicated allowance accounts would be significantly reduced by 38%, 59%, and 36% respectively.

	Original Amount	Amount of Reduction	Revised Amount	% of Reduction
GSE Dedicated Allowance Account	\$22,445,536	-\$8,595,536	\$13,850,000	38%
IG & IPSIG Audit Account	\$4,000,000	-\$2,363,250	\$1,636,750	59%
TSA Dedicated Allowance Account	\$22,275,000	-\$8,075,000	\$14,200,000	36%
Total	\$48,720,536	-\$19,033,786	\$29,686,750	39%

Reallocated funds will be used in part to cover direct costs associated with the **Premise Distribution System** (over \$6 million), **security** (over \$4 million) and **signage** (amount not available at time of printing)."

The General Allowance Account is increased to \$80,033,786 from \$61,000,000.

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IV. COMMENTS AND QUESTIONS

What factors contributed to the PDS project cost increase?

What is the impact caused by removing the construction of the GSE facility out of the South Terminal Program?

Once the funds are reallocated they could be used for contingencies other than PDS, security, and or signage.

There is approximately \$8 million currently available in the General Contingency Allowance; the proposed reallocation will increase it to \$27.29 million.

Clerk's Summary of Regional Transportation Committee (1/19/06) Minutes:

REPORT: Pursuant to Commissioner Sosa's request that the Aviation Department Director ensure all costs and expenditures were completely documented to avoid encountering any future problems with this project, Mr. Abreu noted he would present a complete balance sheet for the South Terminal Project at the Committee meeting of February 16, 2006; and that in most likelihood, a revised and signed contract would also be presented at that meeting.

Mr. John Cospers, Deputy Aviation Director for Capital Improvements Program (CIP), Miami-Dade Aviation Department (MDAD), noted the Inspector General was very involved in the airport's CIP and participated in meetings for the South Terminal and North Terminal Projects. He noted that the Inspector General's (IG) functions were funded by other established measures through MDAD and that a very detailed paper trail existed for any additional changes to these contracts that may be deemed necessary.

Commissioner Sosa offered a friendly amendment to include in the foregoing proposed resolution a provision to require that the County Manager identify an alternative funding source in the event the County Manager, Inspector General (IG), or the Department Director determined it was necessary to perform an independent audit of the South Terminal Program, Project Number H010A.

Commissioner Heyman accepted the friendly amendment.

Following discussion on the legislation enacted by the Board establishing an Independent Private/Sector Inspector General Account (IPSIG), Assistant County Attorney Price-Williams advised that the Board through the enactment of Resolution Number R-894-05 eliminated the IPSIG requirements for contracts; however, the IG requirements, responsibilities, and obligations for this particular contract remained in place.

Deputy County Manager Pete Hernandez clarified that this contract included funding for the IG functions, if needed, and that funding for auditing purposes was available at the request of county commissioners as well.

Upon the conclusion of the discussion on the amendment, the Committee forwarded the foregoing proposed resolution to the Board of County Commissioners with a favorable recommendation and the committee amendment to require that the County Manager identify an alternative funding source in the event it was necessary to perform an audit of the South Terminal Program.

LEGISLATIVE ANALYSIS

RESOLUTION APPROVING CHANGE ORDER NUMBER 1 TO STORM DRAIN CLEAN OUT CONTRACT NUMBER STDC2 WITH ENVIROWASTE SERVICES, INC.

Department of Environmental Resources Management

I. SUMMARY

This Resolution approves a change order to modify a storm drain maintenance contract between Envirowaste Services, Inc. and Miami-Dade County, allowing for a \$60,000 increase in the awarded amount.

II. PRESENT SITUATION

In Fiscal Year 2005, the County allocated \$1.1 million, from the Storm Water Utility Fund, for cleaning and maintenance of the storm water drainage system. Contracts for Project Nos. STDC1 and STDC2 were awarded in the amount of \$400,000 each along with \$300,000 for inspection services for both contracts.

The inspection services cost was less than projected and according to staff, Envirowaste Services, Inc., the STDC2 contractor, was more productive and finished earlier than the other contractor.

Furthermore, the underground drainage system has been severely impacted due to a very active 2005 Hurricane season.

III. POLICY CHANGE AND IMPLICATIONS

This Resolution would utilize the surplus inspection funds in order to clean drains impacted by Hurricanes Katrina and Wilma.

IV. ECONOMIC IMPACT

The actual inspection service cost was less than projected; therefore, the \$60,000 surplus (15% of the original contract) added to the STDC2 contract increases the awarded amount to \$460,000.

No new funds would be allocated to increase the contract to \$460,000. The \$1.1 million allocated from the Storm Water Utility fund would remain the same; however, the amount distributed among the two contracts and the inspection service cost would differ.

V. COMMENTS AND QUESTIONS

Item 8(D)3a, Contract Award for Storm Drain Clean-out-Project No. STDC3 (Countywide), authorizes the allocation of \$1.1 million in Storm Water Utility Funds for fiscal year 2006. This item allows for one contractor, Florida Utilities, Inc., to be awarded \$800,000 for cleaning and maintenance of the storm water drainage system and for \$300,000 to be allocated towards inspection services.

LEGISLATIVE ANALYSIS

RESOLUTION AUTHORIZING THE APPROVAL AND EXECUTION OF COORDINATION AND FARE AGREEMENTS FOR THE COORDINATION OF TRANSPORTATION DISADVANTAGED SERVICES IN MIAMI-DADE COUNTY RETROACTIVELY FOR THE PERIOD FROM JULY 1, 2005, THROUGH JUNE 30, 2006, WITH CHARLEE OF DADE COUNTY, INC., DEEDCO GARDENS, INC., GALATA, INC., CHILDREN'S HOME SOCIETY OF FLORIDA, INC., MICHAEL-ANN RUSSELL JEWISH COMMUNITY CENTER, REGIS HOUSE, ST. ANNE'S NURSING CENTER, AND VILLA MARIA NURSING AND REHABILITATION CENTER, INC.

Miami Transit Agency

I. SUMMARY

To retroactively approve the Coordination and Fare Agreements between Miami-Dade County (Miami-Dade Transit serves as the Community Transportation Coordinator) and the agencies who provide coordinated transportation for the transport disadvantaged.

The following agencies for this retroactive agreement are as follows: CHARLEE of Dade County, Deedco Gardens, Inc., GALATA, Inc., Childrens Home Society of Florida, Inc., Michael-Ann Russel Jewish Community Center, Regis House, St. Anne's Nursing Center and The Villa Maria Nursing and Rehabilitation Center, Inc.

II. PRESENT SITUATION

MDT coordinates transportation services for the transportation disadvantaged populations. The Coordination and Fare Agreements between the County and the agencies are required by State law when such agencies receive transportation disadvantaged funds.

Normally, the Coordination and Fare agreements are done annually. The reason for this particular agreement being retroactive is a result of the agencies paperwork being submitted behind schedule.

III. POLICY CHANGE AND IMPLICATION

None

IV. ECONOMIC IMPACT

No significant impacts. No County funds involved. This is a State administered program.

V. COMMENTS AND QUESTIONS

None.

LEGISLATIVE ANALYSIS

RESOLUTION APPROVING AN INTERLOCAL AGREEMENT WITH THE SOUTH FLORIDA REGIONAL TRANSPORTATION AUTHORITY FOR PROCUREMENT OF A UNIVERSAL AUTOMATED FARE COLLECTION SYSTEM WITH THE MIAMI-DADE COUNTY SHARE ESTIMATED AT \$68 MILLION; AND AUTHORIZING THE COUNTY MANAGER TO EXECUTE SAME AND EXERCISE CANCELLATION PROVISIONS CONTAINED THEREIN

Miami Dade Transit Agency

I. SUMMARY

This is an interlocal agreement between the County and South Florida Regional Transportation Authority (SFRTA) for the procurement of the Universal Automated Fare Collection System (UAFCS). This agreement calls for magnetic/smart card technology that would provide the opportunity of purchasing transit services at multiple locations and operators. This agreement would include Broward and Palm Beach Counties as participants.

The cost for this system is priced at \$83 million. Miami-Dade County's estimated portion of the system is \$68 million (or 81%), to be funded by federal, state and local funds.

II. PRESENT SITUATION

The current MDT fare collection system is over 20 years old, carrying high maintenance costs and not capable of supporting a regional system. Fare collection equipment replacement was included in the listing of Miscellaneous Capital Improvements Projects to be part of the PTP and approved by CITT and BCC.

In 2002, the project was originally estimated at \$65 million with Miami-Dade share being \$50.3 million. However, the cost estimate currently reads \$83 million and Miami-Dade share being \$68 million. The reason for the increase in cost estimate price and Miami-Dade's share of the project is a result of MDT's 40% increase in its bus fleet since 2002.

The purchasing of fare collection system is determined by the transit agency fleet size. The breakdown is as follows:

Broward is purchasing fare collection system for 300 buses

Palm Beach is purchasing fare collection system for 128 buses

Miami-Dade is purchasing fare collection system for 1000+ buses, rail stations and STS mobile data terminals.

The new fare collection system will also be available on Tri-Rail.

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For example, a commuter would be able to get on a Palm-Tran bus, ride it to Tri-Rail, take the Tri-Rail to the Miami-Dade Transfer Station and take Metrorail and or Metrobus to their destination in Miami-Dade County, all using the same payment card.

The central computer would then distribute the correct fares to the Counties and/or entities where each trip originated.

III. POLICY CHANGE AND IMPLICATION

There is currently no uniform fare collection system in the Tri-County area.

IV. ECONOMIC IMPACT

The fare collection system is estimated to cost \$83 million.

Miami-Dade County's estimated portion is \$68 million (or 81%).

MDT is expected to cover the \$68 million using federal, state and local funds. The breakdown is as follows:

Funding Sources	Federal	State	Local
	1.67 million	* \$35 million	** \$31.33 million

* \$35 million is part of the Miami-Dade County's 2006 Legislative Package
Appropriations of any funds by the State Legislature is uncertain.

** Local funding breakdown not established.

The only sure source of funding known at this time is the PTP Surtax.

How much is expected to be derived from the PTP Surtax?

V. COMMENTS AND QUESTIONS

Who will the employees work for who operate and maintain the fare collection system?

Does the estimate take into account operations and maintenance?

The attached page lists the Capital Improvement projects approved by the Board of County Commissioners on October 9, 2003.

The item describing the Fare collection system lists the estimated cost at \$50 million.

Further, the estimate listed on the agenda item today is only an "estimate".

This project total may end up exceeding \$100 million.

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What is Miami-Dade County's liability for increases in costs to the system?

How can we, as a County, control the costs of the new system, when multiple other entities and governments are involved?

The Chart below shows the Capital Improvement Projects Amended into the PTP on Oct. 9, 2003.

The 18th Item on the list is an estimated \$50 million for Fare Collection System Replacement.

<u>Projects to be funded by the PTP</u> <u>(in thousands)</u>	
Mover Veh. Rehab	15,400
Bus Washers & Vac. Repl	4,619
TestTrack for Metrorail	4,000
Station Refurbishments	12,000
Paint Facilities	4,061
Replace Escalators	4,686
Replace Elevators	2,930
Guideway Painting	5,500
Replac Hydraulic Lift	2,600
Replace Piston lift	1,000
Metrorail Piers Coating	5,000
Metrorail Piers Grounding	250
Bus Preventive Maintenance	2,164
Replacement of Accoustical Barrier	2,500
Replace Rail Vehicle Wash	1,000
Rail F & G Inspections	2,700
Facilities Roof Proj.	6,484
Fare Collection Replac	50,000
Upgrade Illumination	2,982
Rail Midlife Rehab.	188,830
Enhancements	14,514
Additional Pedestrian overpass (4)	10,000
Additional Metrorail Crossovers	10,000
Additional Bus Garage	44,000
Total	397,220

LEGISLATIVE ANALYSIS

AMENDMENTS TO ADMINISTRATIVE ORDER 3-15 PERTAINING TO COMMUNITY-BASED ORGANIZATIONS (CBO) CONTRACTS

Office of Strategic Business Management

I. SUMMARY

This Amendment revises Administrative Order 3-15 with modifications pertaining to the County Community-Based Organization contract assessment, monitoring, and management evaluation as well as performance review procedures and requirements for Community Based Organizations (CBOs).

II. PRESENT SITUATION

On September 8, 2005, Resolution 1052-05 was approved, directing the County Manager to include minimum financial control procedures for CBOs, non-profit organizations, and other organizations providing community services.

III. POLICY CHANGE AND IMPLICATION

- This Amendment requires CBOs to follow and abide by generally accepted financial management principles in addition to the current policy requiring signatures from two members of the organization on all checks expending organizational funds.
- Monitoring Departments are required to conduct periodic management evaluations and performance reviews to observe the use of County funding provided to recipient organizations for contract awards \$10,000 or greater.
- Monitoring Departments may encourage random audits to take place on CBO contracts under \$10,000.
- This Amendment provides nominal modifications to language pertaining to application requirements, contractual requirements (consistent with current county policies), monitoring, and assessment elements.

IV. ECONOMIC IMPACT

N/A

V. COMMENTS AND QUESTIONS

N/A

LEGISLATIVE ANALYSIS

RESOLUTION ENCOURAGING THE FLORIDA LEGISLATURE TO AMEND FLORIDA STATUTE 316.211 TO REQUIRE THE USE OF PROTECTIVE HEADGEAR FOR ALL OPERATORS AND RIDERS OF MOTORCYCLES

Commissioners Barbara J. Jordan and Carlos A. Gimenez

I. SUMMARY

This resolution urges the Florida Legislature to amend Florida Statute 316.211 to require motorcycle drivers and riders wear protective headgear, or helmets, at all times.

II. PRESENT SITUATION

In 2000, the Florida Legislature adopted Section 6 of Chapter No. 2000-313, Laws of Florida, to amend Florida Statute 316.211 dealing with the equipment for motorcycle and moped riders. The amended statute repealed the requirement that all motorcycle drivers and passengers wear safety helmets as long as said person is at least 21-years-old and covered by a medical insurance policy of at least \$10,000.

When the repeal was enacted, Florida joined Texas and Louisiana as the only three states in the America to have age and insurance requirements regarding helmet usage. By comparison, 20 states require motorcyclists wear helmets; 23 states do not require motorcyclists of a certain age to wear helmets; and four states have no helmet requirement at all.

III. POLICY CHANGE AND IMPLICATION

Numerous studies have been conducted to gauge the impact of the revised statute regarding motorcyclist helmet use.

The National Highway Traffic Safety Administration (NHTSA) reported that in the three years following the 2000 repeal of the Florida law, 933 bikers were killed. This represented an 81 percent increase in motorcycle fatalities from the 515 motorcyclists killed from 1997-1999. Consequently, the NHTSA found that in the 30 months after the law changed, the cost of hospital care related to motorcycle injuries spiked from \$21 million to \$44 million.

According to a report published in the Journal of Trauma-Injury Infection & Critical Care, in the six-months before the repeal of the helmet law, 52 cases involving motorcycle crashes were logged at UM/Jackson Memorial Medical Center. In the same period after the law was repealed, the hospital recorded 94 cases related motorcycle injuries.¹

¹ "The Impact of a Repealed Motorcycle Helmet Law in Miami-Dade County," Journal of Trauma-Injury Infection & Critical Care. 52(3):469-474, March 2002.

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IV. ECONOMIC IMPACT

None.

V. COMMENTS AND QUESTIONS

See Attachment.

Vehicle Ratings News Releases Consumer Brochures & Videos Research & Statistics Laws & Regulations Status Report

CURRENT U.S. MOTORCYCLE AND BICYCLE HELMET LAWS

as of September 2005

State	Motorcycle helmets		Bicycle helmets (Local law may require helmet use for some or all bicyclists)	
	Universal law (covers all riders)	Partial law (covers young riders or some adult riders)	Bicyclists covered by state law	No state law
Alabama	X		15 and younger	
Alaska		17 and younger ¹		X
Arizona		17 and younger		X
Arkansas		20 and younger		X
California	X		17 and younger	
Colorado	no motorcycle helmet use law			X
Connecticut		17 and younger	15 and younger	
Delaware		18 and younger	15 and younger	
District of Columbia	X		15 and younger	
Florida		20 and younger ²	15 and younger	
Georgia	X		15 and younger	

State	Motorcycle helmets		Bicycle helmets (Local law may require helmet use for some or all bicyclists)	
	Universal law (covers all riders)	Partial law (covers young riders or some adult riders)	Bicyclists covered by state law	No state law
Hawaii		17 and younger	15 and younger	
Idaho		17 and younger		X
Illinois	no motorcycle helmet use law			X
Indiana		17 and younger		X
Iowa	no motorcycle helmet use law			X
Kansas		17 and younger		X
Kentucky		20 and younger ^{2,3}		X
Louisiana	X		11 and younger	
Maine		14 and younger ³	15 and younger	
Maryland	X		15 and younger	

State	Motorcycle helmets		Bicycle helmets (Local law may require helmet use for some or all bicyclists)	
	Universal law (covers all riders)	Partial law (covers young riders or some adult riders)	Bicyclists covered by state law	No state law

Massachusetts	X		1 through 16 (riding with children younger than 1 prohibited)	
Michigan	X			X
Minnesota		17 and younger ³		X
Mississippi	X			X
Missouri	X			X
Montana		17 and younger		X
Nebraska	X			X
Nevada	X			X
New Hampshire	no motorcycle helmet use law		15 and younger (eff. 1/1/06)	
New Jersey	X		16 and younger (eff. 3/1/06)	

State	Motorcycle helmets		Bicycle helmets (Local law may require helmet use for some or all bicyclists)	
	Universal law (covers all riders)	Partial law (covers young riders or some adult riders)	Bicyclists covered by state law	No state law
New Mexico		17 and younger		X
New York	X		1 through 13 (riding with children younger than 1 prohibited)	
North Carolina	X		15 and younger	
North Dakota		17 and younger ⁴		X
Ohio		17 and younger ⁵		X
Oklahoma		17 and younger		X
Oregon	X		15 and younger	
Pennsylvania		20 and younger ⁵	11 and younger	
Rhode Island		20 and younger ⁵	15 and younger	
South Carolina		20 and younger		X

State	Motorcycle helmets		Bicycle helmets (Local law may require helmet use for some or all bicyclists)	
	Universal law (covers all riders)	Partial law (covers young riders or some adult riders)	Bicyclists covered by state law	No state law
South Dakota		17 and younger		X
Tennessee	X		15 and younger	
Texas		20 and younger ²		X
Utah		17 and younger		X
Vermont	X			X
Virginia	X			X
Washington	X			X
West Virginia	X		14 and younger	
Wisconsin		17 and younger ³		X
Wyoming		18 and younger		X

¹Alaska's motorcycle helmet use law covers passengers of all ages, operators younger than 18, and operators with instructional permits.

²In Florida and Kentucky, the law requires that all riders younger than 21 yrs. wear helmets, without exception. In Florida, those 21 yrs. and older may ride without helmets only if they can show proof that they are covered by a medical insurance policy. Texas exempts riders 21 yrs. or older if they either 1) can show proof of successfully completing a motorcycle operator training and safety course or 2) can show proof of having a medical insurance policy.

³Motorcycle helmet laws in Kentucky, Maine, Minnesota, and Wisconsin also cover operators with instructional/learner's permits. Maine's motorcycle helmet use law also covers passengers 14 years and younger and passengers if their operators are required to wear a helmet.

⁴North Dakota's motorcycle helmet use law covers all passengers traveling with operators who are covered by the law.

⁵Ohio's motorcycle helmet use law covers all operators during the first year of licensure and all passengers of operators who are covered by the law.

⁶Rhode Island's motorcycle helmet use law covers all passengers (regardless of age) and all operators during the first year of licensure (regardless of age). Pennsylvania's motorcycle helmet use law covers all operators during the first two years of licensure unless the operator has completed the safety course approved by the department or the Motorcycle Safety Foundation.

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LEGISLATIVE ANALYSIS

***RESOLUTION DIRECTING COUNTY MANAGER TO EXPLORE FEASIBILITY OF
INTRODUCING VARIOUS WATERBORNE TRANSIT ROUTES***

COMMISSIONER MOSS

I. SUMMARY

This resolution sponsored by Commissioner Moss seeks to evaluate through a feasibility study the use of waterborne taxi routes as another alternative which could ease congestion on Miami-Dade County's roads.

II. PRESENT SITUATION

The Manager in conjunction with the Miami Dade Metropolitan Planning Organization (MPO) is directed to explore the feasibility of introducing a non-stop waterborne transit route from S. Dade to downtown Miami and from N.E Dade to downtown Miami. The results of this study are to be submitted in a report and presented to Regional Transportation Committee within 120 days.

The MPO completed a preliminary study back in April 2005 which concluded that the potential of waterborne transit in Miami-Dade County is feasible. The MPO further concluded that a demonstration project should be developed and this project should best be developed through a public-private partnership. The MPO also suggests if a pilot program were to be implemented that a route referred to as "South Beach Route" would prove to be the most effective initial route. The South Beach Route would stop at designated areas of South Beach to Downtown Miami with the potential of routes extending through the Miami River and South to Coconut Grove.

III. POLICY CHANGE AND IMPLICATION

This item seeks to study the feasibility of extending the waterborne route system to South Dade beyond the Coconut Grove extension.

IV. ECONOMIC IMPACT

Projected capital costs for the South Beach Route would comprise primarily for land to be used as terminals and ancillary facilities, such as park and ride lots that could run up to \$125 million to \$150 million. The operating costs for the South Beach Route would include personnel, fuels, maintenance and administrative cost that could run up to \$22 million.

Transit Fares would be priced at \$4-5 dollars and would only cover a fraction of transit operating costs.

V. COMMENTS AND QUESTIONS

Broward County has a waterborne transit service strictly for tourist which boasts ridership of 600,000-800,000 annually. However, this transit service is currently experiencing a low rate of return for the fare box revenue and is aggressively seeking alternative sources of funding to meet operating costs. This transit service is also having trouble maintaining its landing sites from high leasing costs to owners of property taking back the sites for other uses.

If a pilot program were to be developed between the Miami-Dade County and a private venture, what are the potential liabilities (fiscal and legal)?

Is there an availability of Federal or State funds?

(Please see attached)

Development of a Service Plan for Waterborne Transit Services in Miami-Dade County

Executive Summary



Miami-Dade County Metropolitan Planning Organization

Prepared by:



Kimley-Horn
and Associates, Inc.

Kimley-Horn and Associates, Inc.

Fort Lauderdale, Florida

EXECUTIVE SUMMARY

Miami-Dade County is privileged to be situated in an extraordinary geographic setting. Located in the subtropics at the southernmost end of the Florida peninsula, the area enjoys mild weather for all four seasons. Just as importantly, the mainland is sheltered by strings of offshore barrier islands that create Biscayne Bay. The County enjoys an extensive coastline and numerous inland waterways and the climate to take advantage of this magnificent marine environment throughout the year. The Bay, and these waterways, are vital resources that are extensively used for recreational purposes and commonly utilized for the commercial transportation of cargo. In recent years, as multimodalism has become more critical to improving travel and increasing the capacity and reach of urban area transportation systems, transportation planners have begun to research locally novel modes as potential supplements to the conventional car, truck, and transit landside surface modes to transport people and goods. Now, waterborne transportation services are being recognized as a potential alternative serving burgeoning travel demand by utilizing some of the extensive system of waterways available in Miami-Dade County.

Purpose of this Study

The Miami-Dade Metropolitan Planning Organization (MPO) initiated the *Development of a Service Plan for Waterborne Transit Services in Miami-Dade County* to develop a water transit service plan that would describe a potential system intended to meet mobility goals such as offering alternatives to local commuters driving single occupant private automobiles, and providing viable as well as attractive mobility options for tourists and other visitors. Development of the service plan was desired to perform an impartial review of the projected ability of the system to meet these mobility objectives, to reasonably estimate realistic ridership, to determine the expected implementation and operating costs of such a system, and to recommend a good approach to implement such a system locally.

Study Background

Several studies have been performed over the years by various local agencies, and some waterborne transportation services have been provided in the past, only to eventually be discontinued. Recently, the Miami-Dade MPO commissioned a study to examine the practicality of waterborne transportation for supplying additional capacity to the urban transportation network. The *Feasibility of Utilizing Miami-Dade County Waterways for Urban Commuter Travel* was completed in 2003. This study identified a potential waterway network on which commuter service could be provided by vessels similar in nature to those successfully providing service in other urbanized areas. Travel time comparisons found that waterborne transportation using conventional vessels could be competitive with the automobile along certain routes. Three potential routes for waterborne commuter transit service were identified including: (1) the Biscayne Bay Route, (2) the Miami River Route, and (3) the Coral Gables Waterway Route. More germane to this study's genesis, *The Feasibility of Utilizing Miami-Dade County Waterways for Urban Commuter Travel* recommended that additional service planning should be undertaken for the potential routes identified above.

Also in 2003, a proposal entitled *Rapid Mass Transit* was completed by Metro Aqua Cats, Inc. and submitted to the Miami-Dade MPO to introduce a waterborne transit service. Metro Aqua Cats outlined the need for additional transit services aimed at providing a potential solution to reduce commuter travel time in an efficient and cost-effective manner. The proposal promotes high speed ferry service in Biscayne Bay as the mode to fulfill that need. This proposal recommended implementing a water transit system is based on a vessel specifically designed for traversing Biscayne Bay. The objective of Metro Aqua Cats' proposal was to provide a travel alternative to reduce commuter travel times experienced when using conventional land-based highway and transit modes. A

review of the Metro Aqua Cats proposal is provided below. The proposal specifies that the catamaran would operate on bio-diesel fuel, have forward facing sonar for manatee awareness, be compliant with the Americans with Disabilities Act (ADA), and have a Class I Coast Guard rating. Four potential routes for waterborne commuter transit service were identified by Metro Aqua Cats, Inc. for Biscayne Bay including: (1) West Shoreline Route North, (2) "B" Miami Beach Route, (3) West Shoreline Route South, and (4) Key Biscayne Route.

In response to the recommendation of further study made in the *Feasibility of Utilizing Miami-Dade County Waterways for Urban Commuter Travel*, as well as the desire to evaluate the Metro Aqua Cats *Rapid Mass Transit* proposal, the Miami-Dade MPO initiated the *Development of a Service Plan for Waterborne Transit Services in Miami-Dade County*.

The Waterborne Service Plan Study was conducted in several phases, each which is summarized below.

Data Collection

Data collection was performed for this study by further examining physical characteristics of waterways first identified in the *Feasibility of Utilizing Miami-Dade County Waterways for Urban Commuter Travel*. The objective of the data collection effort was to identify sections of waterways that exhibit restrictions to water travel mobility.

Miami-Dade County has many canals of varying characteristics. The primary deterrent to waterborne transit mobility within most canals is the presence of control structures such as salinity dams. These structures specifically and intentionally block connectivity with saltwater Biscayne Bay from the freshwater canals, this, of course, severely limits mobility. Most canals also have numerous low bridges and pipeline crossings that render them impossible for use by waterborne transit vessels. The effect of the canal structure location on potential water transit mobility is to limit the length of trips that can be accommodated. Canals that exhibited short or intermittent segments of navigability were excluded from further study due to trip mobility constraints. As a result of the data collection portion of this study, the waterways that received further consideration for initial waterborne transit implementation include Biscayne Bay and canals downstream of the salinity dams.

Marinas and parks were inventoried to determine potential sites for terminals. While there are scores of marinas in Miami-Dade County, the majority are private facilities that are not likely candidates for a waterborne transit terminal, unless suitable arrangements with the private entities that own or operate them can be reached. Several parks contain existing marinas and/or docks that physically could be employed as water transit stops or stations. However, utilizing park space for transportation terminals and potentially for providing additional parking facilities is antagonistic towards the recreational purposes of parks. Furthermore, certain rules, regulations, laws, and covenants governing park use may be violated by converting portions of parks to transportation uses. Transportation projects that require the conversion of public recreational space to transportation-related purposes are commonly required to replace the amount of park space that was lost due to the transportation project.

Data collected for Biscayne Bay include the location of manatee protection zones, sea grass habitats, reefs, and shipping channels, bathymetry, and bridge clearance information. Biscayne Bay is characterized by shallow waters, numerous sea grass habitats, and manatee protection zones. As a result, low draft vessels with minimal wake wash characteristics are appropriate for waterborne transportation purposes in Miami-Dade County. Manatee-detection equipment should be installed on the vessels as well. The Atlantic Intracoastal Waterway is a strategic navigation channel running through the western portion of Biscayne Bay, stretching the length of the county; this channel should be utilized where possible for the routing of waterborne transit vessels.

Patronage Estimation

In addition to the data collection described in the previous section, other data were collected to aid in estimating patronage for the potential water transit system and position proposed water transit routes to serve major travel flows within the study area. Demographic data from several metropolitan areas that currently offer waterborne transportation service were collected along with ridership data for these systems. A linear regression analysis was then performed to develop an equation that forecasts system ridership based on the demographic characteristics of the metropolitan area. When applied to the routes developed in later portions of this study, the projected water transit patronage based on the analysis performed for this study is approximately 1.7M annual passengers for the proposed system, which is anticipated to require a 5-year maturity period. It is expected that at least one-half of these passengers would transfer from existing Metrobus routes; therefore, connections between Metrobus and the waterborne transit system are vital. Only approximately 35 percent of the projected ridership is expected to switch from private automobiles to waterborne transportation.

System Needs and Characteristics

Waterborne transit system needs and characteristics were analyzed for the *Waterborne Transit Services Study* by examining probable terminal requirements, service characteristics, vessel characteristics, staffing requirements, and real estate characteristics of what is considered the initial needs of the potential waterborne transit system in Miami-Dade County. The purpose of the system needs chapter of the report is to provide guidance for the type of facilities and service characteristics that would be appropriate for offering water transit service that represents a true mobility option for residents and visitors of Miami-Dade County. This chapter of the report presents system characteristics from waterborne transit systems in other metropolitan areas that have been in place for at least five years. Many of the system examples are from Australia because modern technologies have been used there for waterborne transportation systems that are successfully serving as viable regional transportation alternatives for commuters, which is an objective that has been identified for the potential system in Miami-Dade County. Many of the system needs for Miami-Dade County are similar to the characteristics of these successful Australian water transit systems.

Water Transit Vessels

Vessel requirements for passenger-only transit ferry services on Biscayne Bay to serve Miami and its surrounding communities were researched using data from other locations around the world where these types of ferry services are operational. An appropriate vessel technology was synthesized to match the physical characteristics of the waterways presented in the Data Collection chapter and to meet the specific needs of navigating on generally shallow and environmentally sensitive Biscayne Bay.



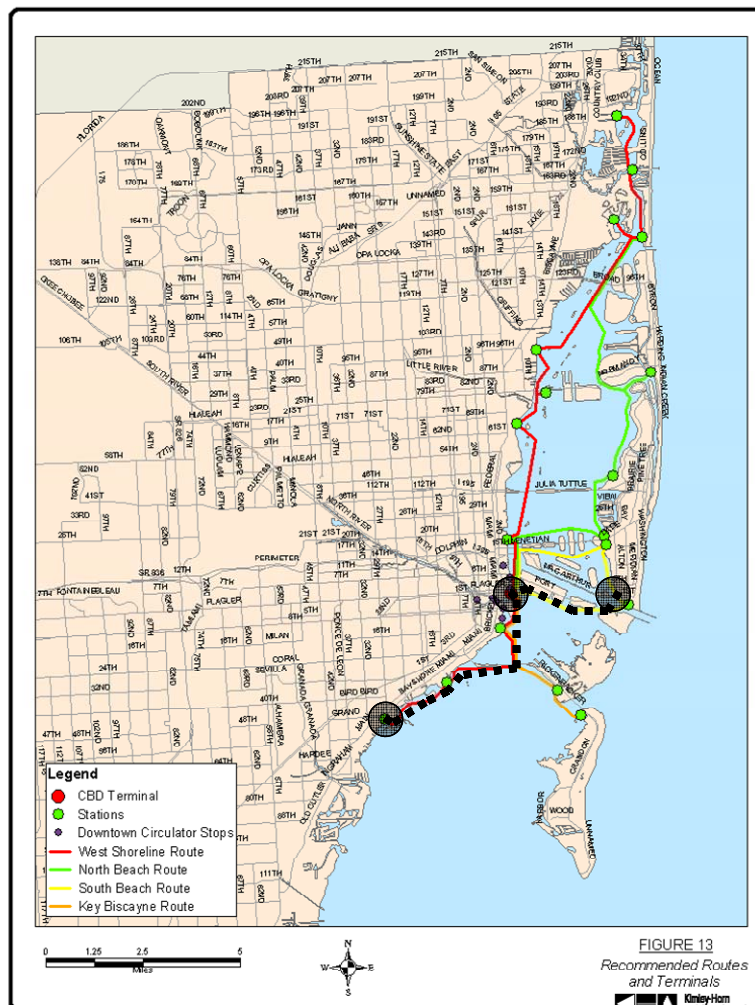
The appropriate hull form for waterborne transit service in Miami-Dade County is a low wake wash catamaran with demi-hulls that exhibit a length-to-beam ratio of 20:1 or greater. A catamaran hull form, with its widely spaced demi-hulls, would provide appropriate stability in waves commonly experienced within Biscayne Bay. Passenger capacity should be in the range of 100 to 125 passengers per vessel to serve expected

passenger demand and to utilize engines that require less power to operate at speeds of 22 to 24 knots than would

be needed to power larger catamarans. The interior of the ferry's passenger cabin must be provided with air conditioning, with the system carefully chosen to minimize its weight. Due to the minimal depths of Biscayne Bay near its shorelines, the ferry vessel should have shallow draft properties in the range of 3 to 4 feet. It is recommended that vessels be designed to operate without the need to raise drawbridges, which would dictate a maximum air draft clearance of 12 feet to travel under the Venetian Causeway within the Intracoastal Waterway.

Routes and Terminals

System operating characteristics were developed with the intention of providing service convenient enough to attract commuters by offering travel times competitive with that of private automobiles for the same trips. Figure 13



presents a prospective route structure along with the proposed terminal sites for a system of water transit services in Miami-Dade County. A series of four water transit routes were developed along with a complimentary downtown circulator system to serve the mid-Miami Downtown waterfront areas using smaller water buses. Headways of no more than 20 minutes during peak travel periods are desired for ferries in Miami-Dade County. Headways during non-peak portions of the day may range from 30 minutes to 60 minutes for the primary routes, much as is done with surface transit routes. The daily service span for the water transit system should ideally approximate the service spans of the other transit services in Miami-Dade County, especially Metrobus and Metromover, to provide true mobility options. A route prioritization analysis was performed that determined the "South Beach Route" to be the most effective initial route. This route should be considered for demonstration purposes.

If water transit in Miami-Dade County proves to be successful, the "Phase I" system presented in Figure 13 may be expanded to include other routes or extensions of existing routes, such as a possible primary route along the Miami River following construction of the Miami Intermodal Center (MIC); the Miami River water bus (employing smaller vessels) would also serve the Civic Center area and provide waterborne access to the Orange Bowl for special events. In addition, extending the Coconut Grove route to the south into less densely populated areas may provide access for commuters in those areas to major CBD and Brickell waterfront or adjacent employment centers in Downtown Miami. Limited stop routes such as Aventura to Miami, could be introduced if warranted by ridership volumes and patterns.

Costs and Revenues

Capital costs, and operating and maintenance (O&M) costs, were estimated for the potential waterborne transit system in Miami-Dade County. Capital costs are primarily composed of vessel costs, terminal costs, and land/right-of-way costs. One advantage of most waterborne transportation systems is that the "guideway" already exists, so it does not have to be constructed, purchased, or leased. Therefore, waterborne transit systems generally incur much lower per mile capital construction costs than urban rail transit and light rail transit systems. The largest component of the capital costs is expected to be the land for terminals and ancillary facilities, such as park-n-ride lots. The capital cost estimate for the entire "Phase I" route network presented in Figure ES-1 is approximately \$125 million to \$150 million.

The major operating cost components for waterborne transit systems will include personnel, fuels and expendables, maintenance, and administrative costs. Labor represents the largest operating cost component for urban waterborne transit systems. Annual operating costs for the "Phase I" route network presented in Figure ES-1 is approximately \$22 million at 5-year system maturity.

In general, transit fares cover only a fraction of transit operating costs, and basically no capital costs are recovered by the farebox revenues. The Year 5 operating deficit is projected to be in the range of \$11 million to \$18 million for the "Phase I" system. Recent Federal legislation continues the trend of phasing out federal support for operating assistance. The availability of federal capital assistance stands in stark contrast to the lack of federal assistance provided for transit operations. A transit project sponsor's operating plan should demonstrate an ability to rely on sustainable, largely local, funding sources to operate and maintain the entire transit system after the proposed transit project is in revenue service. It is expected that multiple local funding sources, such as sales tax revenues, bond revenues, joint development arrangements, and turnkey procurement arrangements will need to be utilized to provide adequate funding for both capital and O&M costs for the proposed waterborne transit system in Miami-Dade County.

Business Model

A public/private business model presents the greatest opportunity for the facilitation of the implementation of the waterborne transportation system in Miami-Dade County described in this report. The role of local government would be to secure funding for initial capital investments for terminals and support facilities, and to provide oversight through a Management Agency. A private transportation provider would need to be attracted to provide waterborne transit vessels and to operate the service.

The major advantage of this model is that securing public funding would make it possible to offer lower fares for the waterborne transportation service, which would encourage residents and visitors to patronize the new service. Because the Management Agency would be responsible for securing funding for the initial capital investment, it may be easier to attract a ferry operator, as those costs would be borne by another source. By not having made significant capital investment, the ferry operator would have a lower exposure to the risk of a new service.

Summary and Conclusions

Waterborne transit services implemented in Miami-Dade County in the past have failed to become a viable public transportation option. A recent feasibility study, *Feasibility of Utilizing Miami-Dade County Waterways for Urban Commuter Travel*, concluded that by appropriately addressing a number of issues heretofore un- or underaddressed, waterborne transportation might indeed be able to be successfully implemented and developed in Miami-Dade County.

The study described in this report provides a service plan that addresses many pertinent issues related to waterborne transit implementation and develops a route structure and service characteristics that are intended to provide service adequate to attract local commuters and provide visitors and tourists with an attractive transit alternative by offering a reliable, useful, and novel addition to the existing public transportation system. The service is proposed to integrate with Metrobus routes and in Downtown Miami, with Metromover, and with potential shuttle buses associated with individual terminals. Integrating the potential waterborne transportation system into the County's larger transportation system is key.

The capital construction costs associated with implementing the full "Phase I" network are relatively high for a system that has not been locally proven to be effective for providing true mobility options for commuters, although the per mile construction cost for the water transit system is significantly less than urban heavy rail systems. However, operating costs and operating efficiency measures are even less favorable for waterborne transit when compared to existing forms of transit.

However, despite the cost of providing waterborne transit service, there are several intrinsic advantages that water transit may have over other existing components of the multimodal network. Many visitors may be more willing to use the system than traditional forms of public transit for tourist trip purposes and may even see the system as an extension of the local tourist activities. If routes are planned and implemented to serve major travel patterns and meet their needs, some commuters may be more willing to travel by waterborne transit if the travel times on routes are, as they are anticipated to be, competitive with peak period landside travel options, and service is seen as providing a different, "better" atmosphere than other forms of local transit. In addition, initial routes can be implemented relatively quickly since the guideway (in this case Biscayne Bay) already exists and if existing marinas with good access are used as terminals.

Therefore, this study recommends developing waterborne transit services for Miami-Dade County on Biscayne Bay if local leaders find it appropriate to dedicate the needed funding and personnel resources to inaugurate a new local transit mode.

It is suggested that proceeding with a demonstration waterborne transit route. The route replicates service on the South Beach Route shown in Figure 13, and would be appropriate for judging short-term acceptance and gauging possibilities for long-term success for a full-fledged system in the future. For the Miami CBD water transit stop, a scaled-down version, possibly temporary, of the CBD Terminal recommended in this study could be utilized along Chopin Plaza or within Bayfront Park. Terminal infrastructure for a demonstration project can be as minimal as two to four weather shelters and a docking pier. The existing Miami Beach Marina may be utilized as a terminal in Miami Beach in lieu of a terminal facility being constructed at South Pointe Park. Coordination with the City of Miami Beach is recommended to have Electrowave serve the water transit station in Miami Beach. Alternatively, a dedicated shuttle bus route could be established to provide connectivity to popular destinations along Collins Avenue and the Lincoln Road Mall. Additionally, strong consideration should be given to extending the demonstration route to the Dinner Key Marina to serve Coconut Grove since an extensive public marina already exists within a two block walk of an activity center popular with both locals and visitors. It is important to note that the demonstration project should be operated for enough time to allow a fair assessment of its performance. Experience from other metropolitan areas indicates ridership may build gradually over at least the first two to three years of operation.

ADDITIONAL INFORMATION

<u>Item#</u>	<u>Subject Matter</u>	<u>Comments/Questions</u>
8(G)(1)(B)	Lafayette Square Apartments	<ul style="list-style-type: none">• This Item changes the principals involved with the development, however, it does not change the scope or time frame of the development.
8(G)(1)(C)	Intradepartmental Transfer of \$9.6 million	<ul style="list-style-type: none">• How will this Item impact current and future projects funded through the Surtax program?• Will MDHA account for potential shortfalls in future budgets?
8(G)(1)(E)	Habitat for Humanity Agreement	<ul style="list-style-type: none">• The first 10 to 12 homes have an estimated completion date of August 2006 and the rest of the project has an 18 month total estimated completion date.